Analysis of The Planning and Control Functions on Regional Development in Sarmi Regency Province of Papua

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Abstract

This study aims to determine and analyze the Development Planning System on the supervision of development implementation and what influences the implementation of development in Sarmi Regency, Province of Papua.

This research method uses empirical juridical, as an attempt to approach the problem under study with a real legal nature or in accordance with the reality that lives in society. Empirical legal research is research in the form of empirical studies to find theories regarding the process of occurrence and about the working process of law in society. By examining the nature of the law that actually occurs or applies in the field in relation to the analysis of the application of the regional development planning system as a function of supervision of the Implementation of Regional Development in Sarmi Regency Province of Papua.

The results obtained show that the function of planning and supervising regional development in Sarmi Regency is so that regions can monitor, measure performance targets, results, and impacts of development programs in a clear and focused manner based on the vision and mission set by the Sarmi Regency Government. The factors that influence development in Sarmi Regency is that there must be mutual coordination between each SKPD in order to be able to develop a development plan program. In addition, there are also various obstacles in development, namely the low quality of Human Resources at the Regency/City level, weak community participation, the tendency of Regency/City governments to close access to information, as well as the struggle for customary rights with customary land owners.

1. Introduction.

The Indonesian nation is a diverse country, one size is not necessarily suitable for development planning for all regions. In this development planning process, the role of the community as a local community must be involved by the Regency/City government, because it is the community who directly feels the impact of the development. The DPRD (Regional People Representative Assembly) must also be involved in this process, this aims to ensure that the decentralization process runs well and does not lead to centralization. However, the ongoing decentralization process must be carried out well and responsibly. The DPRD in the development planning process acts as a stakeholder who has a deep interest in making regional autonomy a success.[1]

Regional governments are responsible for ensuring the implementation of development in their regions, in order to ensure the smooth running of development in the regions. Regional governments are given the opportunity to develop financial resources, in addition, it is hoped that they will be able to explore their regional potential so that region.

Regional development needs to be directed to further encourage regional economic growth in an effort to increase national income. Original Regional Income is income that is purely collected by the regional government itself, sourced from regional tax results, regional levy results, separated regional wealth management results, and other legitimate regional original income, which aims to provide flexibility to regions that collect funds. for the implementation of regional autonomy as an embodiment of the principle of decentralization.

Since the issuance of Law Number 25 of 2004 Concerning The National Development Planning System, the position of regional development planning in Indonesia has become increasingly stronger. The arguments that previously developed about the need for development not to be regulated through a planning system in the era of regional autonomy automatically no longer need to be debated. With the existence of this law, the preparation of planning becomes an obligation that must be carried out by every government official in carrying out their daily activities and if this is not done there will be legal implications.[2]

Development planning that is in accordance with the priorities and potential of the region requires regional autonomy. In implementing regional autonomy as widely as possible, the government gives authority to district/city governments to carry out government affairs based on the principle of autonomy. This is contained in article 1 point number (6) of Law Number 23 of 2014 concerning Regional Government. In the provisions of Article 1 number 6 regional autonomy is interpreted as follows "*Regional Autonomy is the rights, authority and obligations of autonomous regions to regulate and manage their own*

[1] Widjaja, H.W.A., 2001, *Otonomi Daerah dan daerah Otonom*, Publisher by, Raja Grafindo Persada, Jakarta, p. 2.

[2] Sjafrizal, 2009, *Penyusunan Rencana Pembangunan Doerah*, Baduose Media, p. 3

government affairs and the interests of local communities in the system of the Unitary State of the Republic of Indonesia".

For this reason, in carrying out government affairs in the regions, the regional government and the Regional People's Representative Council are given the broadest authority to carry out government in the regions based on the principles of autonomy and assistance duties in the system and principles of the Unitary State of the Republic of Indonesia.

The core concept of implementing regional autonomy is an effort to maximize the results to be achieved while avoiding complications and things that hinder the implementation of regional autonomy. In this way, community demands can be realized in real terms by implementing broad regional autonomy and the continuity of public services is not neglected. In each province a Regional Development Planning Agency (BAPPEDA) is established, which is a staff body directly under and responsible to the Governor/Regional Head. concerned. BAPPEDA functions to assist the Governor (Regional Head) in determining policy in the field of regional development planning and its implementation.

BAPPEDA plays a very important role in implementing regional autonomy. In carrying out its function as a development planning body in the region, BAPPEDA is required to play an active, effective and efficient role in laying a solid basic framework for development in the region to be able to realize development success. So it can be said that BAPPEDA is a regional government agency that has a very important role in development and determines the direction of regional government policy in the field of regional development planning.

Development aims to advance general welfare, if development is like this then only some groups will prosper while others will not or ignore the opinions of some people. In some areas, regional governments take examples from other regions for development planning, even though each has different natural resources, human resources and culture so that if applied it will not be in accordance with the community where development is carried out.

The development that is happening now is no longer centralized, so regions can experience everything that region gets. However, this does not mean that justice has been achieved, because only a handful of groups enjoy the development, not the entire community in the area where the development is carried out. In fact, the goal of development is to improve the welfare of all Indonesian people. The DPRD, which is a means for the community to express their aspirations, does not play an active role in regional development planning. Due to the lack of active role of the DPRD in development planning, development carried out by the government is often not in accordance with what the community wants.

Planning is a guideline for achieving good results as planned, but planning will be better if after planning it can be implemented with budget support according to planning. Based on Law Number 17 of 2003 concerning State Finance, a Regional Budget contained in the Regional Revenue and Expenditure

Budget (APBD) is in the preparation process until the formation/ratification of the APBD is guided by regional planning documents.

Development planning that involves the community is planning using a participatory approach, this is an absolute requirement in preparing planning as mandated in Law Number 25 of 2004 concerning the National Development Planning System. Participatory development planning must optimize community participation in formulating development planning proposals at the hamlet, village, sub-district and district levels through, Village development planning (Musrembangdes), District development planning (Musrembangcam) and Regency development planning (Musrembangkab). Optimizing community participation is an absolute requirement for implementing planning proposals through development planning and with lots of community and stakeholder participation, it is hoped that proposals will be more transparent and basic in accordance with community aspirations without abandoning the priority of proposals, not just wishes.

Regional development planning using the development planning mechanism is an arena/vehicle for bringing together, synergizing and integrating several development planning approaches through political, technocratic, participatory, top-down and bottom-up approaches. The integration of proposals through the development planning stage has the final value of the development planning proposal into one regional planning document, namely the Regional Development Work Plan, (Rencana Kerja Pembangunan Daerah/RKPD) for development planning over a period of one year.

The planning process in Sarmi Regency, at the Province of Papua prioritizes the principles of transparency, accountability, responsiveness and community participation in development planning to achieve planning from the lower level through bottom up planning. It is hoped that in the development planning process from the basic level, development problems at the lower level will be better mapped according to the priority level of problems at the basic level. It is the community who is directly involved, it is the community who directly enjoys the results of development and it is the community who can assess whether development is being carried out in accordance with community expectations.

Based on the background of the thoughts above, the author raised research with the title "**Analysis Of The Planning And Control Functions On Regional Development In Sarmi Regency Province of Papua"**

2. Research Methods.

This research was carried out using an Empirical Juridical approach. According to Hilman Hadikusuma an empirical approach is an attempt to approach the problem being studied with real legal characteristics or in accordance with the realities of life in society. Meanwhile, based on Soetandyo, empirical legal research is research in the form of empirical studies to find theories regarding the process of occurrence and the process of how law works in society. By examining the nature of the law that actually occurs or applies in

the field in relation to the analysis of the implementation of the regional development planning system as a supervisory function for the Implementation of Regional Development in Sarmi Regency at Province of Papua.

3. Research Results and Analysis.

3.1. The Basic of Regional Development Planning Concept.

Planning in principle revolves around two things. *First*, is the conscious choice of concrete goals to be achieved within a certain period of time based on the values held by the community concerned and *the second* is the choice between alternative and rational ways to achieve agreed goals.[3]

Regional planning covers various aspects of life that are comprehensive and touch each other, all of which lead to efforts to improve people's lives. It is hoped that regional planning will be able to create synergy to strengthen the position of regional development and development.[4]

Viewed from the time period, planning can be divided into: *First*, Long term planning, usually has a time span of between 10 to 25 years. Long-term planning is a development blueprint that must be implemented over a long period of time; *Second*, medium term planning, usually has a time span of between 4 to 6 years. In medium-term planning, although it is still general, targets in large groups can be projected clearly; and *third*, short-term planning, has a time span of 1 year, usually also called an annual operational plan. When compared with long-term and medium-term plans, short-term plans are usually more accurate.

The basic of regional development planning concepts aims to optimize the use of potential while reducing development disparities between regions. However, the implementation turned out to be not easy. There are many problems, including the lack of consistency in planning and planning materials and problems in the field. In addition, the local government's space for planning and regulating development in accordance with regional potential and priorities is actually very limited. So, to combine the central and regional levels, with a diversity of tasks, functions and authorities in planning and managing development, multi-level planning is needed.[5]

In addition, development planning prepared by a region is an embodiment of the principle of decentralization of various authorities for government administration, political development and development management from the center to the regions. In this era of regional autonomy, each region is required to be more independent, so that various pioneering efforts towards goals and success will become an important agenda that must be prepared by each regional government.[6]

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[3] Bintoro Tjokroamidjojo, 1984, *Pengantar Administrasi pembangunan*, LP3ES, Jakarta, p 23.
[4] Bachtiar Hasan Miraza. 2005, *Perencanaan dan Pengembangan Wilayah*, ISEI. Bandung, p. 25
[5] lndra Bastian, *et all*, Sjafrizal, *op. cit*, p. 4
[6] Ibid, p. 16

With regard to improving the quality of this development program, there are many things that must be paid attention to by the government and regional communities in particular. Among them is that they must be able to create a conducive system for the implementation of the regional development process from the initial steps (planning) to the evaluation process, so that what is expected from each regional development program can be realized. In other words, the goals and impacts of development programs can truly benefit society.

Good planning has several requirements as follows : *First*, based on development goals. That development is a change that increases both economically and socially. These economic and social changes can be achieved in different ways depending on the development goals themselves. Development objectives usually include basic things such as; increasing economic growth, increasing distribution of community income, increasing employment opportunities, and increasing equitable development. *Second*, consistent and realistic, where good planning must be able to take into account things about; current situation, past successes and failures, existing potential, ability to realize existing potential and obstacles. Planning something without knowing the resources, both natural resources, human resources and available financing sources, is ambitious planning and will only result in difficulties in the future. *Third*, continuous supervision. That planning, implementation and supervision are three elements that cannot be separated. Planning without supervision will result in deviations that will actually be detrimental to the planning itself. Supervision can be carried out preventively or repressively. Preventive planning is supervision that is carried out built in to the planning, while repressive planning can be carried out internally, namely supervision from direct leadership to their subordinates or externally, namely carried out by a supervisory body outside the agency.

The *fourth* good planning includes physical and financing aspects. Planning is not just planning how to spend money, but also what goals will be achieved with the amount of money spent. In principle, community needs are physical and non-physical needs. Physical needs are in the form of infrastructure needs such as roads, bridges, dams and so on, needs for transportation facilities, needs for food, needs for educational facilities, needs for health facilities and so on. These needs need to be planned consistently and according to priorities. With limited costs, a planner must be able to make choices according to the priority scale of the required needs. *Fifth*, coordination, which is intended to avoid inconsistencies between policies, between planning and implementation at various levels. *Sixth*, understand the various characteristics of the relationship between variables in planning. Planning also means making a projection. Projections are the result of the coordination of several related variables, although each has different characteristics. [7]

Regional development is the main activity of regional government, therefore regional development planning requires the participation of all

[7] Kunarjo, 1993, *Perencanaan don Pembiayaan Pembangunan*, UI-Press, Jakarta, p. 15

elements of regional government (stakeholders) in the area. In relation to regional development, based on the actors carrying out the process of preparing development planning, it can be differentiated into several models, namely:

1. *Technical Bureaucratic Planning*, this planning is based on bureaucratic assessment of the best alternatives to achieve goals by developing comparative analysis and projections to make recommendations for decision makers based on information and assessments of political impacts and desired changes;
2. *Political Influence Planning*. In this model, planners are elite regional leaders or elected legislative members. Planning is based on the aspirations/hopes of each constituent;
3. *Social Movement Planning*. Planning is structured based on community movements in which there are individuals or groups who have no structural power, joining together with the same goal;
4. *Collaborative Planning*. In this model, each participant joins to develop the mission and goals, conveys their interests to be known together, develops mutual understanding of the problems and agreements they need, and then works through a series of mutually agreed tasks to achieve mutual prosperity.

Regional Development Planning is a system formed from planning, development and regional elements which include the following definitions:

1. Planning is a continuous process that involves decisions or choices for the use of existing resources with the aim of achieving certain goals in the future;
2. Development is a series of growth and change efforts that are planned and carried out consciously by a nation, state and government towards modernity in the context of guiding the nation towards better change;
3. A region is a legal community unit that has certain territorial boundaries with the authority to regulate and manage the interests of the local community according to its own initiative based on the aspirations of the local community;
4. Thus, regional development planning is a development planning process which is intended to make changes towards better development for a community, government and environment in a particular region/region by utilizing or utilizing various existing resources and must have an orientation that is comprehensive, complete but still adhering to the principle of priority.

Improving the living conditions of a person or group directly or indirectly through economic growth and basic industrialization is the impact of development, but the opposite is true if there is no change and attention to the quality of economic growth. and social change is not a development that is planned and carried out. The manifestation of development involves the transformation of the social and economic structure of a nation, through changes in demand, distribution of income and work carried out by society as objects and actors of development.

3.2. Regional Government Administration Monitoring System.

Talking about supervision, according to Prajudi Atmosudirjo Siswandi, supervision is activities that compare what is carried out, carried out or organized with what is desired, planned or ordered. The results of supervision must be able to show to what extent there is a match and what the causes are. Furthermore, it was also stated that supervision is a process to ensure that organizational and management goals are achieved. This concerns ways of making activities according to plan. This understanding shows the existence of a very close relationship between planning and supervision. Regional government consists of regional heads and regional apparatus.[8]

Furthermore, according to Bagir Manan, Supervision is an element that cannot be separated from anatomical freedom. Between freedom and anatomical independence on the one hand and supervision on the other, are two sides of the coin in a unitary state with a system of autonomy (decentralization). Freedom and anatomical independence can be seen as supervision (*toezicht*) which is a control against excessive *decentralizedization*. There is no autonomy without supervision.[9]

Meanwhile, according to Manulang, supervision is a process of determining what work has been carried out, assessing and correcting it if necessary with the aim of ensuring that the work is carried out in accordance with the original plan. [10]

In a unitary state with a decentralized system, granting autonomy to lower level government units or Autonomous Regions does not mean equal freedom (*onafhankelgkheid*), let alone being separated from the bonds of the unitary state. However, in a unitary state, the legal position (*rechtspositie*) of the Autonomous Region is a sub-system of the unitary state.

As a sub-system, the administration of regional government must be within the framework of harmony and harmony with the administration of central government. In order to maintain harmony and harmony in the relationship between the interests of the Unitary State and the Autonomous Region, supervision by higher government organs (*hoger bestuursorganen*) is required. According to Bagir Manan, supervision is a "*tie*" of unity, so that the pendulum of freedom of autonomy does not move so far that it reduces or even threatens unity. Supervision as an institution inherent in decentralization is not something that must be avoided. However, supervision resulted in a reduction in the values contained in the basics of decentralization as well as the standards of the regional household system (such as the basis of democracy and regional freedom to take initiative). [11]

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[8] Prajudi Atmosudirjo Siswandi, 1981, *Hukum Administrasi Negara*, Jakarta, Ghalia indonesia, p. 27

[9] Bagir Manan, 2001, *Menyongsong Fajar Otonomi Daerah*, PSH FH UII, Yogyakarta, p.185-186

[10] M Manullang, 1999, *Dasar-dasar Manajemen*, Monara, Medan, p. 136.

[11] Bagir Manan, 1990, *Hubungan Antara Pusat dun Daerah Berdasarkan Asas Desentralisasi Menurut UUD 1945*, Desertasi, Universitas Padjadjaran, Bandung, p. 229.

Even though supervision has a strategic position in maintaining a unitary state, because supervision contains indications of "restrictions", which if this supervision is implemented strictly will threaten regional freedom and independence, therefore it is necessary to regulate the implementation of supervision carefully and wisely. Freedom of autonomy and supervision are two inseparable sides in a unitary state based on autonomy. Supervision is a balancing pendulum so that the tendencies of decentralization and centralization do not swing excessively so that one endangers the other. [12]

3.3. Planning and Supervision Function of Regional Development Implementation in Sarmi Regency Province of Papua.

Every region in any part of the world must have a name. And there is always a meaning behind a name. Likewise with one of the areas that has now developed into a district. Sarmi, that's how some Papuans know him. At first glance, the word Sarmi seems to show the characteristics of a soft and feminine Javanese girl's name. In fact, if the word refers to the autonomous region in Papua Province, *Sarmi* Regency, it gives a very different impression. Behind *Sarmi's* words are implied the struggles of ethnic groups who live together in nature stretching from *Mamberamo Hilir* District to *Bonggo* District.

SARMI is actually more appropriate to write with capital letters, SARMI, which is an abbreviation of the names of the major tribes, namely *Sobey, Armati, Rumbuai, Manirem, and Isirawa.* Their existence has long been of concern to the *Dutch anthropologist, Van Kouhen Houven*, who later gave it the name *Sarmi*. The abbreviation *Sarmi* does not actually reflect the tribes there considering that in this region there are 87 languages spoken. From the existing languages, it can be concluded that there are at least 87 tribes, and each tribe has its own language.

In article 260 paragraph (1) of Law Number 23 of 2014 Concerning Regional Government states that regions, in accordance with their authority, prepare regional development plans as one unit in the national development planning system. Based on Law Number 25 of 2005 concerning the National Development Planning System, it is explained that the essence of development planning is the activity of determining policy direction in accordance with community needs using various methods and systematic activity flows by looking at the quality of the resources owned.[13]

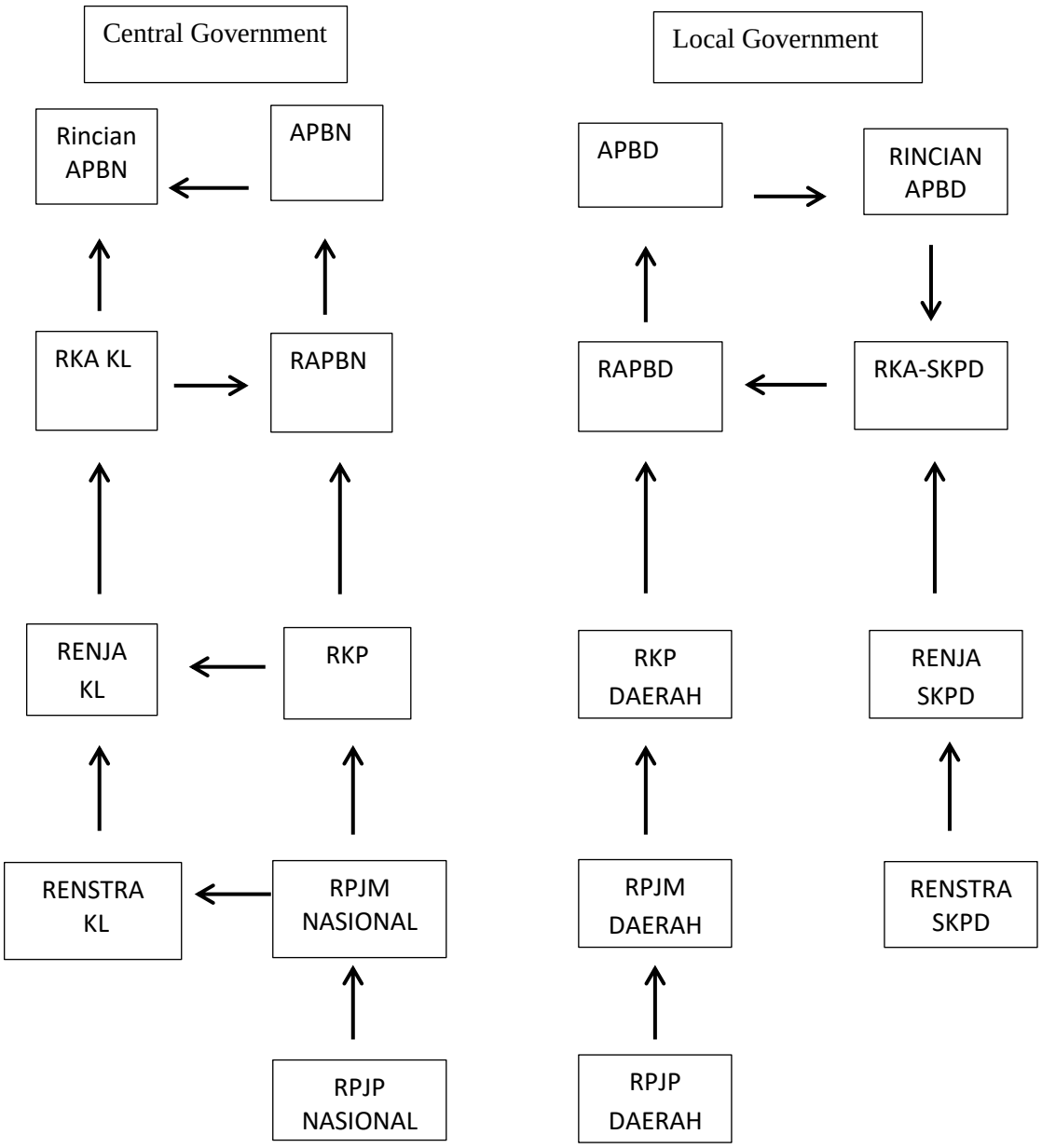
The objectives of implementing the national development planning system as mandated by Law Number 25 of 2004 concerning the National Development Planning System, are: *first*, landscaping, supporting coordination between development actors; *second*, ensuring the creation of integration, synchronization and synergy between regions, between spaces, between times and between

[12] *Bagir Manan, 1999, Dasar dan Dimensi Politik Otonomi dan UU No. 22 Tahun 1999, Makalah, Bandung, p. 15.*

[13] Budhi Setianingsih, , "*Efektivitas Sistem Perencanaan Pembangunan Daerah (Simrenda) (Studi pada Badan Perencanaan Pembangunan Daerah Kota Malang)*", et.all https://media.neliti.com/media/publications/82861-ID-efektivitas-sistem-perencanaan-pembangun.pdf. Last accessed 06 June 2022 at 11:26 WIT

government functions, as well as between the center and the regions; *third*, ensuring the linkage and consistency between planning, budgeting, implementation and supervision; *fourth*, optimizing community participation; and *fifth*, ensuring the achievement of efficient, effective, fair and sustainable use of resources.

Development Planning System



Source: Regional Planning and Development Agency (BAPPEDA) Sarmi Regency, Papua Province.

Development planning is prepared by provincial, district/city governments in accordance with their authority which is carried out by the Regional Development Planning Agency (BAPPEDA). Regional development planning is formulated in a transparent, responsive, efficient, effective,

accountable, participatory, measurable, fair and sustainable manner which includes:

1. The regional long-term development plan is abbreviated as regional RPJP for a period of 20 years which contains the vision, mission and direction of regional development which refers to the national RPJP.
2. The regional medium-term development plan, hereinafter referred to as the regional RPJM for a period of five years, is an elaboration of the regional head's vision, mission and program, the preparation of which is guided by the regional RPJP by taking into account the national RPJM.
3. The RPJM contains the direction of regional financial policies, regional development strategies, general policies, and programs of regional work units, cross-regional work units, and regional programs accompanied by work plans within the regulatory framework and indicative funding framework.
4. The regional development work plan, hereinafter referred to as RKPD, is an elaboration of the regional RPJM for a period of one year which contains regional economic work plans, regional development priorities, work plans and funding, both implemented directly by the regional government and implemented by encouraging community participation by refers to the government's work plan.

Development planning as an important document is really needed as a reference framework for policies for implementing regional development within a certain period of time. Where local governments can monitor, measure performance targets, results and impacts of development programs in a clear and directed manner based on the vision and mission that has been set. The plan is also a means of control for the public over local governments in carrying out their functions and roles in a transparent and accountable manner. Regional development planning is a process of preparing activity stages involving various stakeholder elements in order to utilize and allocate existing resources in order to improve social welfare in a regional/regional environment within a certain period of time.

The importance of the regional development planning process indicates that each region is required to be able to minimize errors that will occur in the development process, so that it is hoped that regional development can run more effectively and efficiently. Each region has different problems or obstacles in preparing its development plans. This indicates that the regional development planning process cannot be separated from strategic issues and typical problems that will be experienced by regional governments. Regional development planning is a process of selecting rational alternative actions for the use of resources, science and technology and information to improve the welfare of the community in the region which is carried out by the regional government in accordance with its field of duties and authority by involving the active role of the community.

The aim of regional development planning is to prepare a development plan which is a guide or reference for the regional government to carry out its

development based on the capabilities and potential of resources (natural and human) as well as existing economic opportunities, so that they can be captured quickly. The expected benefit is an increase in the quality/standard of life of the community so that they enjoy a better life than before and the region can develop quickly and sustainably.

Regional development planning is prepared to ensure linkages and consistency between planning, budgeting, implementation and supervision. The stages of procedures for preparing, controlling and evaluating the implementation of regional development plans are further measured by government regulations.

Technocratically, planning can assist local governments in comprehensively mapping needs and formulating strategies for each sector-work unit to achieve predetermined goals and carry out good governance functions. On the other hand, the need for a comprehensive development plan is necessary because intermittent short-term (annual) development plans apparently do not have a significant impact on changes in society and even budget waste occurs. This is due to the wide coverage of the development area, the large number of targets that must be served, limited resources and the handling time taking a long time. In order for the planned program to be sustainable, a long-term program framework of 20 (twenty) years and medium-term 5 (five) years is needed to serve as a reference for preparing the annual work plan.

A plan can be said to be successful if the planning system developed can encourage the development of market mechanisms and community participation by determining broad targets, both in the social and economic fields and the main actors are the community and the business world (private sector). Apart from this, the success/failure of a plan will also be seen in macro social and economic indicators which continue to experience increases/decreases, although macro indicators do not actually display the entire data in full, but at least they can provide an overview in mapping the potential for regional development planning.

The wider community can understand and participate in development implementation. For example, when preparing a plan, it is closely related to the vision and mission of the elected regional head, so the quality of the plan preparation will reflect the extent of the credibility of the elected regional head in managing, directing and controlling his leadership to achieve the targets that have been set. Regional governments must be accountable for their results to the community at the end of their leadership period. In accordance with statutory regulations, regional governments must prepare development plans which are used as guidelines for Regional Head Accountability Reports (LKPJ) and Regional Government Implementation Reports (LPPD) to the public. Thus, planning documents are very important to explain and explicitly describe the vision and mission of local government. It is then explained operationally, strategically, systematically and integrated into objectives, strategies, priority programs and performance indicators to be achieved.

To be able to present a plan that is complete and synergistic with the level of community welfare, planning should ideally at least contain the following principles:

1) Participatory principle: communities who will benefit from planning must participate in the process.
2) The principle of continuity: planning does not just stop at one stage but must continue so as to ensure the welfare of society.
3) The holistic principle of problems in planning and implementation cannot only be seen from one side but must be seen from various aspects and in the integrity of the concept as a whole.
4) Contains a system that can develop. Open and democratic. The saying goes that good planning is half of success, so it is very important and urgent to prepare regional development plans in such a way that pays attention to and takes into account various surrounding elements so that planning can be directly proportional to targets. What is to be achieved is a just, prosperous and prosperous society.

3.4. Tools for Implementing Regional Development Planning in Sarmi Regency Province Of Papua.

Regional development planning is a process of preparing activity stages involving various stakeholder elements in order to utilize and allocate existing resources, in order to improve social welfare in a regional/regional environment within a certain period of time.

The principles of regional development planning include:

a. is an integral part of the national development planning system;
b. carried out by local governments together with stakeholders based on their respective roles and authorities;
c. integrating spatial plans with regional development plans; And
d. implemented based on the conditions and potential of each region, according to the dynamics of regional and national development.

Based on point (b) of the principle above, it can be said that regional development planning is carried out by the regional government together with stakeholders, each of whom has their own role and authority. Minister of Home Affairs Regulation Number 86 of 2017 concerning Procedures for Planning, Controlling and Evaluation of Regional Development, Procedures for Evaluation of Draft Regional Regulations concerning Regional Long-Term Development Plans and Regional Medium-Term Development Plans, as well as Procedures for Amendments to Regional Long-Term Development Plans, Development Plans The Regional Medium Term and Regional Government Work Plan states that stakeholders are parties who directly or indirectly benefit or have an impact from regional development planning and implementation, including elements of the provincial and district/city DPRD, TNI, POLRI, Prosecutor's Office, academics, Non Government Organization (NGOs), provincial and district/city/village community leaders, entrepreneurs/investors, central government, provincial,

district/city governments, village and sub-district governments as well as representatives of women and marginalized vulnerable community groups.

In accordance with Article 260 Paragraph (2) of Law Number 23 of 2014 concerning Regional Government, Regional development plans are coordinated, synergized and harmonized by Regional Apparatus in charge of Regional development planning. The regional apparatus in charge of Regional development planning is Bappeda, Article 261 states, Regional development planning uses a technocratic, participatory, political, as well as top-down and bottom-up approach.

The technocratic approach uses scientific methods and thinking frameworks to achieve regional development goals and targets. A participatory approach is implemented by involving various stakeholders. A political approach is implemented by translating the vision and mission of the elected regional head into a medium-term development planning document which is discussed together with the DPRD. The top-down and bottom-up approaches are the result of planning that is aligned in deliberation.

a. Regional People's Representative Assembly (DPRD).

To realize the ideals of democracy or popular sovereignty in the regions, the Regional People's Representative Council (DPRD) was formed. From a historical perspective, the position and authority of the DPRD according to the constitution in Indonesia has experienced ups and downs.

The DPRD as a regional legislative institution whose members are elected by the regional community is the foundation of the community so that their aspirations are accommodated. Furthermore, in article 161 of Law No. 23 of 2014 concerning Regional Government, it is stated that DPRD members have the obligation to : *First*, uphold and practice Pancasila. *Second*, implementing the 1945 Constitution of the Republic of Indonesia and complying with all statutory regulations. *Third*, Maintaining and preserving national harmony and the integrity of the Unitary State of the Republic of Indonesia, and *fourth*, Prioritizing the interests of the State above the personal interests of groups or groups.

Development carried out in Sarmi Regency starts from villages, sub-districts, district/city areas, provincial areas, to national levels. From the article above it can be seen that the approaches taken in the context of implementing regional development planning are carried out by various stakeholders according to their roles and authorities, namely the Regional Head, namely the Governor at the Provincial level and the Regent/Mayor at the district/city level. Development planning will later produce a development planning document which also contains an explanation of the development agenda offered by the Regional Head during the campaign. Then, there is the DPRD as a regional government which carries out the legislative function, namely forming regional regulations together with the Regional Head and also as a forum for the aspirations of the people in their region to realize the development that the community dreams of.

Based on the results of an interview with Mr Korneles Palobo as a member of the Sarmi Regency DPRD, he said that:

> "*So from this it can be seen that all Sarmi district regional government organs play an important role in the regional development planning process. The Governor as the representative of the Central Government coordinates the implementation of planning for deconcentration tasks and assistance tasks. Regional Heads organize and are responsible for regional development planning in their regions. In carrying out regional development planning, the Regional Head is assisted by the Head of Bappeda. The Head of the Regional Apparatus Work Unit carries out regional development planning in accordance with his duties and authority.*"[14]

From the statement above, the Governor carries out coordination, integration, synchronization and synergy of development planning between districts/cities. The Governor as the highest executive official at the provincial level, in addition to his duties of coordinating programs, also coordinates the implementation of programs carried out by Regional Services and other institutions or agencies under his leadership. All Heads of Services and Institutions under the Governor's authority at the provincial level must be responsible only to the Governor. As is the case at the national level, even at the provincial level, budget use must be approved by the DPRD. They (Departments and Institutions or Agencies) must also provide accountability for budget implementation to the Finance Service, and through the Governor, the Finance Service submits all financial accountability reports to the DPRD.

At a lower level, for example a Regency or Municipality, the role of the Regent or Mayor is very large. Regent and Mayor have roles, functions and responsibilities like the Governor. Even plans at the Regency and Municipal levels that have been made and which have been approved by the DPRD still need to be sent to their superiors. The Regent or Mayor must also coordinate the sub-district head (as sub-district leader or head) and the sub-district head coordinates with the village head or lurah (sub-district head or head). Finances or budgets for programs in the form of regional projects (Regency or Municipality) must be submitted and accounted for to the Regency or Municipal DPRD through the Finance Service in each Regency or Municipality. However, finances or budgets for provincial or national or sectoral programs or projects implemented within the Regency or Municipality must be submitted as accountability to the local Finance Department, namely at the Finance Department branch office located in the Province.

In line with giving full trust to the regions to carry out government affairs handed over to them, development planning must provide broad freedom and opportunity to the community and stakeholders. Involvement of the community (stakeholders) is very important because basically the main actors in development in the regional autonomy system are the community.

[14] Results of an interview with Mr. Korneles Palobo, member of the Sarmi Regency DPRD on August 10 2022.

In this case, the community is not the object of development but the subject of regional development. A development planning model that involves the community and all interested parties (stakeholders) is known as participatory development planning.

b. Regional Development Planning Agency (BAPPEDA)

Carrying out development planning and control matters as mandated by article 14, paragraph (1), Law Number 23 of 2014 concerning Regional Government, is one of the mandatory affairs within the authority of the regional government. This authority was then reaffirmed in Government Regulation Number 38 of 2007 concerning the Division of Government Affairs between the Government, Provincial Regional Governments and Regency/City Regional Governments, out of 26 (twenty six) matters in accordance with article 7, paragraph (2), BAPPEDA as one of the regional technical institutions which is a supporting element for the duties of the regional head, carries out 3 (three) mandatory matters that must be carried out, namely spatial planning, development planning and statistical affairs. Apart from that, in Law Number 25 of 2004 concerning the National Development Planning System, there are no less than 13 (thirteen) articles which state and determine directly the functions and roles of the Head of BAPPEDA, namely:

a) Article 10, paragraph (2): "The Head of Bappeda prepares a draft Regional RPJP";
b) Article 11, paragraph (3): "The Head of Bappeda organizes the Regional Long-Term Musrenbang";
c) Article 12, paragraph (2): "The Head of Bappeda prepares the final draft of the Regional RPJP based on the results of the Regional Long-Term Musrenbang";
d) Article 14, paragraph (2): "The Head of Bappeda prepares an initial draft of the Regional RPJM as an elaboration of the Regional Head's vision, mission and programs into regional development strategies, general policies, priority programs and regional financial policy direction";
e) Article 15, paragraph (4): "The Head of Bappeda prepares a Regional RPJM draft using the Renstra-SKPD draft"; Final Draft Work Plan for 2016 Regional Development Planning Agency 21;
f) Article 16, paragraph (4): "The Head of Bappeda organizes the Regional Medium Term Musrenbang";
g) Article 18, paragraph (2): "The Head of Bappeda prepares the final draft of the Regional RPJM based on the results of the Regional Medium Term Musrenbang";
h) Article 20, paragraph (2): "The Head of Bappeda prepares an initial draft of the RKPD as an elaboration of the Regional RPJM";

i) Article 21, paragraph (4): "The Head of Bappeda coordinates the preparation of the RKPD draft using RENJA-SKPD";
j) Article 22, paragraph (4): "The Head of Bappeda organizes the Musrenbang for preparing the RKPD";
k) Article 24, paragraph (2): "The Head of Bappeda prepares the final draft RKPD based on the results of the Musrenbang";
l) Article 28, paragraph (2): "The Head of Bappeda collects and analyzes the results of monitoring development implementation from each SKPD";
m) Article 29, paragraph (3): "The Head of Bappeda prepares a development evaluation based on the results of the SKPD evaluation"

Based on interviews conducted with the regional inspectorate of Sarmi Regency, it was said that:

"*During the implementation of regional autonomy, in general, the quality of regional development planning in Sarmi Regency has increased. Several indicators that show an increase in the quality of planning implementation include :*

a) Increasing the quality of regional development planning through a participatory planning approach is characterized by an increase in the intensity of involvement of various elements of development stakeholders, including: DPRD, NGOs, sub-district/district level community institutions, professional organizations, universities and the private sector in participating in aspiration meetings. in the Musrenbang mechanism which has a permanent annual agenda for the Sarmi Regency Government;
b) Final Draft Work Plan for 2020 Regional Development Planning Agency;
c) It becomes simpler to prepare development plans with the development of e-planing;
d) Increasing the quality of coordination with SKPD in the formulation of regional development plans;
e) Increased linkage and consistency between planning documents and budget preparation mechanisms;
f) Increased public and other stakeholders' trust in planning mechanisms with the socialization of the Musrenbang Information System and Regional Regulations on Planning Mechanisms which provide a guarantee of 30% accommodation for Musrenbang proposals;
g) Increasing the quality of control and evaluation results of development planning and implementation as material for further planning. [15]

Improvements in the quality of planning implementation have not been significantly followed by improvements in the quality of planning products. This is due to several main challenges and problems, including: a). Program and Activity Performance Indicators are still confusing; b). There is not yet the same understanding of the meaning of indicators, especially for outcome indicators; c). Optimizing coordination between planning institutions and budgeting authority holders, to maintain consistency between planning and budgeting, so that planned programs and activities are not reduced in the

[15] Results of an interview with Mr. Matias L Boyar, Head of the Regional Inspectorate of Sarmi Regency on August 22 2022

budgeting process; d). There is still a lack of human resources who have skills and competencies in accordance with their main duties and obligations; e). Not yet optimal budget allocation for human resource development; f). Weak institutional planning capacity at the base level which causes the Bottom Up planning process to be less effective; g). The management and availability of development data as material for preparing planning documents is not yet optimal.

In the future development of BAPPEDA, by optimizing the utilization of its potential, BAPPEDA is expected to be responsive, creative and innovative so that it is able to respond to environmental changes and challenges to realize quality planning with the Final Draft 2020 Work Plan. The Regional Development Planning Agency prioritizes a participatory planning approach starting with improving the quality of planning technocratic through increasing the capacity and commitment of planning human resources, strengthening planning institutions at the base level, as well as coordination and communication between stakeholders.

Regional development planning is carried out with the following conditions:

a) Clarity of population data, because the population is the target user of development planners, unclear population data means that development planning will encounter difficulties in determining the preparation of development allocations;
b) Clarity of administrative area boundaries within the scope of planning, sometimes regional development planning is carried out in an area whose boundaries are unclear;
c) Clarity of financing, lack of clarity in financing will cause difficulties in determining control and evaluation of the implementation of development planning, this is usually the result.

Prior to the issuance of Revision of Law Number 23 of 2014, BAPPEDA used Ministry of Home Affairs regulation Number 54 to prepare documents for regional development planning. BAPPEDA role in preparing regional development plans there is all planning that regulates SKPD for regional development within the current year, medium term or long term.

BAPPEDA's role in development planning starts from the sub-district level and then extends to the district and BAPPEDA not only makes decisions alone or individually, but BAPPEDA also asks for opinions or input from the surrounding community for the smoothness and success of regional development plans.

3.5. Factors that influence the implementation of development in Sarmi Regency Province of Papua.

The measure of development success in Sarmi Regency will ideally be determined based on the dimensions of development, namely depending on the focus and orientation of which development is carried out and which dimensions are of greater concern to both the Regional Head as decision maker

and Bappeda (planner) as planner and designer, as well as the Work Unit Regional Apparatus (SKPD) which is the implementer of development itself is the party that carries it out or is often also referred to as the development agent, as well as the community in general as the target of development. The dimensions of concern are then given indicators. These indicators from various dimensions of development are then used as benchmarks or measures of the success of development implementation.

Based on the results of an interview with Mr. Hengky Baransano as head of the Sarmi Regency Bappeda, that:

> *"Measuring the success of development in Sarmi Regency can be done in two stages; namely first, the stage of identifying development targets. This stage is carried out in order to clearly determine who will enjoy the results of development and what efforts can be made so that the results of development can truly be enjoyed by those who are entitled to them. Second, the stage of aggregating the characteristics of development targets, namely to ensure that when the scale of development activities is expanded, the intended targets still meet the characteristics and criteria set at the identification stage. As evaluation material for planning in the future, it is necessary to know what factors are influencing development plans for the current year."*[16]

Apart from the opinion expressed by the BAPPEDA of Sarmi Regency, Papua Province, based on the results of the researcher's observations and interviews with resource persons, talk about the factors that influence the implementation of development in Sarmi Regency, consisting of two factors:

1. Supporting factors for implementing development in Sarmi Regency.

   To support regional development plans, it is necessary to have a General Regional Government Policy and a basis for determining the priority scale which must be stated in the Regional Government Work Plan. The Sarmi Regency Government has established general policies and the basis for determining development priorities, where the aim of regional development is essentially to improve the standard of living, welfare and quality of services for the community. This has been determined through the Medium Term Development Plan (RPJM) of Sarmi Regency, which is a reference for the Regional Government to determine annual policies in order to implement sustainable regional development.

   The Medium Term Development Plan focuses on achieving several regional development agendas as the general policy direction of Sarmi Regency for the next five years. The development agenda is the main pillar for achieving regional development goals, and the success of one agenda will be largely determined by the progress of implementing other agendas. Furthermore, the development agenda is described in priorities and development programs from the first year to the end of the RPJM for Sarmi Regency that has been determined. By considering factual conditions, problems and challenges faced, as well as paying attention to regional financing capabilities, determining

[16] Results of an interview with Mr. Hengky Baransano, Head of BAPPEDA, Sarmi Regency on August 25 2022.

development priorities for the current year is carried out through a problem-solving approach, based on the authority of government affairs, both mandatory and optional, while still referring to the Sarmi Regency RPJM.

Based on the results of interviews conducted with Mrs. Dwi Nawang Sari as Inspectorate staff, she said that:

> *"To support all program and activity plans being prepared without duplication of authority or types of activities, after the district level Musrenbang is carried out and before being compiled into RKPD, the Sarmi Regency Government first organizes an SKPD Forum. The SKPD Forum as a forum related to the function/sub-function of sector/cross-sector activities is a joint forum between development actors to discuss priorities for development activities resulting from sub-district musrenbang with SKPD or a combination of SKPD. The SKPD Forum activities are divided into several groups of SKPD task areas and functions, this aims to align the achievement of activity programs with the established Vision and Mission, namely the fields of education, health, regional infrastructure as well as economics and community empowerment."*[17]

In this forum, each SKPD will be able to see and know each other and provide input to other SKPDs regarding the arrangement of program plans and activities according to existing field groups. So that the proposals submitted by the community can be accommodated as a whole, and the proposed activity and development programs will be managed by one SKPD or managed by several SKPDs at once so that the overall target can be achieved.

2. Factors Inhibiting the Implementation of Regional Development in Sarmi Regency.

Paying attention to past experience and current developments, it can be seen that there are several main problems in development planning in general. This problem arises both in the preparation of plans and in their implementation. Several inhibiting factors that can cause problems in preparing development plans include changes in applicable legislation several times. The next problem is that there is still a strong sense of "sectoral ego" among local government officials in preparing development plans, because each SKPD tends to say that its duties and functions are the most important in development activities.

Of the several inhibiting factors, one of the reasons is because government regulations frequently change, there are several regulations that do not yet have technical implementation instructions. Law Number 23 of 2014 concerning regional government which has been running for approximately 7 years but the progress of this law is not good enough, in the academic text of the Regional Government Bill, it is stated that the aim of the bill is to correct various weaknesses in the law Number 32 of 2004. Some of the weaknesses referred to are the concept of decentralization policy in a unitary state, the relationship between regional government and civil society and various aspects of regional

[17] Results of an interview with Mrs. Dwi Nawang Sari as Sarmi Regency inspectorate staff on August 25 2022

government administration that have not been regulated in Law Number 23 of 2014.

Implementation of Law Number 23 of 2014 concerning Regional Government has impacts such as planning, budgeting, licensing and services, 4 (four) main impacts which are a result of the implementation of Law Number 23 of 2014 concerning Regional Government. Development planning by the Sarmi Regency regional government is greatly influenced by the existence of authority that previously belonged to the district/city regional government. Apart from that, the return of this authority has the impact of reducing budgeting, in this case there is a decrease in the district/city APBN regional budget.

Regarding licensing matters, there have also been very drastic changes, especially with Sectoral Laws such as Law Number 4 of 2009 concerning Mineral and Coal Mining. With the new regional government law, Regency/City regional governments do not have the authority to grant various mining business permits, community mining permits and special mining business permits. Licensing authority which was previously the authority of the Regency/City Regional Government was returned to the Provincial government as a result of the latest Regional Government Law which of course synergizes with development planning and budgeting.

Based on an interview with Mr Markus Kopong as a member of the Sarmi Regency DPRD that:

> "*A very fundamental impact of Law Number 23 of 2014 concerning Regional Government is related to service issues. Article 12 of this Law divides government affairs related and not related to basic services. Mandatory government affairs which are categorized as basic services are education, health, public works and spatial planning, public housing and residential areas, public peace/order and community and social protection*.[18]

Based on the description above, it shows that in terms of creating regional autonomy based on Article 18 and Article 18A of the 1945 Constitution, the Central Government is still unable to find a good concept due to the many weaknesses of Law Number 23 of 2014 concerning Regional Government. For example, from the description above, planning, budgeting, licensing and services have a big impact on the implementation of Law Number 23 of 2014 concerning Regional Government. Apart from that, there are also conflicts between sectoral laws such as Law Number 41 of 1999 concerning Forestry, Law Number 27 of 2007 concerning Management of coastal areas and small islands as amended by Law Number 1 of 2014, Law number 4 of 2009 concerning mineral and coal mining, Law Number 31 of 2004 concerning Fisheries as amended by Law Number 45 of 2009 with Law Number 23 of 2014 concerning Regional Government. Of course, in the implementation process, especially in terms of services, this is due to the return of authority previously

[18] Results of an interview with Mr Markus Kopong as a member of the Sarmi Regency DPRD on August 27 2022

owned by the Regency/City government to the Provincial Government, which gives the impression of recentralization through the provincial government and also has an impact on planning, budgeting and licensing.

Apart from that, there are also various obstacles in implementing Law Number 23 of 2014 concerning Regional Government, namely the low quality of human resources at the Regency/City level, weak community participation, a tendency for Regency/City governments to close access to information, and a lack of activities that lead to to community empowerment. Therefore, it is necessary to reorganize various legal products that contradict each other and it is necessary to improve the quality of human resources so that they are able to implement the ideal concept of regional autonomy which leads to Good and Clean Governance.

The weakness of Law Number 23 of 2014 is that Bappeda is still guided by the regulations of Permendagri Number 54, ideally the Permendagri must be adjusted to Law Number 23 of 2014 so that there is no regulatory vacuum and that is not easy. Rules that often change and also legislation Number 23 of 2014 concerning Regional Government in this Law do not yet regulate consistent regulations in detail, and this creates a legal vacuum, the result of which is that the Bappeda budget is not easily disbursed because of the gray regulations.

Another factor that becomes an obstacle in the development process. The development process was very late, due to acts of obstruction by the community who owned customary rights. One of the infrastructures that has become a polemic, especially for two-wheeled and four-wheeled vehicle drivers, is the construction of the red bridge. According to the Head of Neidam Village, Henok Sefa, this had been proposed to the government several years ago, but had not been realized.

According to the results of an interview conducted with the Head of Neidam Village, Mr. Henok Sefa said:

> "*The problem is that the customary rights owner who also works as a contractor wants to take over the work and prohibits other contractors from winning the project tender. "Apart from that, there has never been any communication between the village government, land owners and service providers, as a result, development has been hampered.*"[19]

4. Conclusion.

Based on the results of the research that has been carried out, the following conclusions can be drawn, first, Planning and monitoring function of regional development in Sarmi Regency Province of Papua is so that the region can monitor, measure performance targets, results and impacts of development programs in a clear and directed manner based on the vision and mission that have been set by the Sarmi Regency Government. In accordance with Article 260 Paragraph (2) of Law Number 23 of 2014 concerning Regional Government,

[19] Results of interviews conducted with the Head of Neidam Village, Mr. Henok Sefa, on August 30 2022.

Regional development plans are coordinated, synergized and harmonized by Regional Apparatus in charge of Regional development planning. The regional apparatus in charge of regional development planning is Bappeda and is assisted by the DPRD as supervisor of development implementation.

Second, Factors that influence development in Sarmi Regency are that there must be mutual coordination between each SKPD in order to be able to prepare a development plan program. Apart from that, there are also various obstacles, namely the low quality of Human Resources at the Regency/City level, weak community participation, the tendency of Regency/City governments to close access to information, and ongoing struggles over customary rights regarding land that will be used for infrastructure development.

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